

**WHITE PAPER – December 2003**

## **Planning a City for Social Equity**

---

---

**Prepared by DC AGENDA for the DC Office of Planning As Resource for the Comprehensive Plan**

### **About this Document**

The strategies and ideas within this white paper attempt to provide a visionary notion to how efforts to achieve social equity would impact physical and spatial planning by the District Government as it develops its next comprehensive plan. It is important to note that this paper, due to the nature of the topic, addresses the ways in which physical planning, often in conjunction with social programs, can stabilize, secure and create upward mobility for low-income, underserved populations. We were asked to address issues of social equity, which by their nature and current data trends led us to focus on people whose needs are often either not included nor fully considered in the economic or spatial development process.

Wherever possible, data has been used to back recommendations. However, due to the limitations of available and timely data, there are some recommendations that clearly require additional research, or for which qualitative or anecdotal information must be relied upon.

The ideas expressed are drawn from many sources and the participation of a myriad of stakeholders who have contributed to this paper. This paper is intended both to meet the request of the Office of Planning, and to reflect DC Agenda's understanding of the topic.

Principal Authors for DC Agenda:  
John H. McKoy, President and CEO  
Mark Rubin, Director, Neighborhood Information Service  
Sandra M. Walter, Chief Development and Communications Officer

### **About DC Agenda**

DC Agenda is a nonprofit civic organization that brings together diverse groups of leaders to address urban problems in Washington, DC. It focuses on improving the lives of youth and families in underserved neighborhoods. Since 1994, DC Agenda has worked to improve the quality of life for all in the District. DC Agenda is a leadership organization that influences city leaders and community groups on key issues, and is therefore helping to shape a community agenda. In so doing, DC Agenda acts as convener, fair broker, and facilitator, in other words a "community intermediary."

### **About the Neighborhood Information Service (NIS)**

The Neighborhood Information Service (NIS) was formed in 1999 by DC Agenda to provide an information resource for neighbors and neighborhoods in the District of Columbia. The Neighborhood Information Service (NIS) works in partnership with the Urban Institute's Metropolitan Housing and Communities Policy Center to operate the DC Data Warehouse, a repository of local and national data sets that provide neighborhood level information to the general public. NIS provides current and reliable neighborhood-level data and analysis to improve strategic decision-making by government and community organizations.

DC Agenda  
*Collaborating for Washington's Future*  
1825 K Street NW, Suite 710 Washington, DC 20006  
(202) 223-2598 [www.dcagenda.org](http://www.dcagenda.org)

**WHITE PAPER – December 2003**

# **Planning a City for Social Equity**

## **Table of Contents**

<b>Description</b>	<b>Page</b>
About this Document	1
About DC Agenda	1
<b>I. Introduction</b>	3
<b>II. Data</b> <i>(To picture the Socio-Economic Context of the City)</i>	6
<b>III. Key Trends &amp; Realities</b> <i>(That Affect the City Physically and Spatially)</i>	9
<b>IV. Paint the 2025 Picture</b> <i>(What We Must Address Now)</i>	11
<b>V. Strategies for Addressing Social Equity</b> <i>(In Light of City Directions Paper)</i>	16
<b>VI. How to Achieve Strategies</b>	35
 <b>Maps: (Description)</b>	 <b>Page</b>
Population Change 1980 – 2000 – Washington, DC Neighborhood Clusters	40
Percentage Change Average Family Income – Washington, DC Neighborhood Clusters	41
Social Equity Strategies by Neighborhood Clusters	42

## I. INTRODUCTION

---

---

### **The Impact & Value of Social Equity on Urban Planning**

An urban city in this democratic nation should be the model of social equity – providing opportunities for all to access the American dream. Over the next 20 years, the principles and policies which drive and govern revitalization of its neighborhoods – combined with the state of the economy, and the availability and strategic use of Federal, City, Private Sector and Philanthropic investment dollars - will have the single greatest impact on the ability of the District of Columbia to achieve its potential as a world-class city for all who visit, do business and work, and most importantly, live within its borders.

Momentum is building among city stakeholders to focus on maximizing the potential of the District's 39 neighborhood clusters to participate and reflect the opportunities for greatness held within the human and physical resources of this city. For that potential to be recognized will require that a good quality of life is accessible, affordable, and achievable for District residents across the socio-economic spectrum.

This quality of life, “social equity,” is an economic issue – it is equal opportunity for individuals to develop and maximize their potential. And, the way in which we build and rebuild our neighborhoods has a direct impact and influence on each neighborhood's ability to develop and sustain its greatest asset, its residents, by attracting and supporting a diverse population that will nurture community and sustain a vibrant economy to benefit all.

For a city in which 53% of the land is tax-exempt and that, under current federal conditions, relies on its residents to provide it with a stable revenue stream, it is clear that it is not enough to build a strong economy here; but rather that for this city to succeed it must be both an attractive place to live for those benefiting from the middle and upper ends of that economy, and it must be a city that values each resident, regardless of his/her economic status, as an asset worthy of investment to help him/her achieve his/her potential.

The trends below clearly indicate what will occur if we do nothing to mitigate the increasing economic disparity:

- Increased poverty and illiteracy will lead to a smaller resident workforce, which will lead to a smaller tax base, which will lead to fewer dollars for public and social services, which leads to smaller investments in education, workforce development, social services, public works and economic investment, which leads to a decreasing economy, relocation of jobs to other parts of the region, which leads to middle class flight, which leads to increased concentrations of wealth and poverty, which leads to neighborhood decay and greater poverty still, and finally, the loss of another generation of Washingtonians.
- More white-collar jobs lead to more upscale shops, which lead to more gentrification, which lead to displacement out of the District, leading to a European (Paris) model of concentric circles with the rich living closer to the city's cultural, employment, economic, transit resources, and the poor living further out from those systems and the jobs of the urban core.

In the current status of poverty in the city, more than 20% of our city's human resources are underperforming or idle. They as individuals, and we as a society, would be better served providing and guiding those who are willing and able or who have the potential, to help them build their capacity to become part of a competent, competitive District workforce. Such a workforce would be capable of attracting and filling living wage jobs within a vibrant city economy. This would provide dignity and self-sufficiency to individuals and their families while decreasing or eliminating dependence on government and community services and increasing city tax revenues. Such a workforce would also result in decreasing poverty and crime rates.

From a social/human services policy perspective, questions are often asked about the extent to which city policies can promote any individual's likelihood to develop his/her potential. Now, the questions for consideration expand to how physical planning can contribute to the holistic development of our city.

It is clear from the both the City Directions paper and the Neighborhood 10 brochure that consideration has been given to leveraging the city's physical growth and development as a tool for raising both the availability and quality of residential, community, open space and commercial property in a more deliberate and equitable manner across the city's neighborhoods. The questions that remain ask whether strategies alone go far enough without the corresponding policies, finances, and civic engagement endeavors necessary to translate sound ideas into solid implementation. Furthermore, will the results be safe and vibrant, diversely populated, community-centered, revenue-producing neighborhoods that are distributed across the city, providing a foundation for the equitable advancement of its residents.

How do the physical and spatial decisions made for the city as a whole and for each of its neighborhoods contribute directly and indirectly to the conditions that create a quality of life and standard of living which:

- attract people to an urban environment
- retain existing residents
- sustain people's ability to live with quality of life through the generations of their lives in the central city
- contribute to a city's ability to build and sustain a stable and sustainable growth-oriented economy
- influence business and government decisions to choose locations within the city's boundaries and become economic anchors within neighborhoods outside the federal enclave or downtown
- embrace the diverse spectrum of people who are attracted to, needed to support, and have multi-generational roots in the city
- reflect the needs of a diverse population
- nurture civic engagement
- result in connected neighbors, positive community identity, consistent improvements, and the capacity to attract/support/retain residential and commercial and cultural potential
- compensates for both natural and manmade boundaries that are divisive to the city's population, economics, and identity such as the federal enclave and the Anacostia River

While it is not possible in a market-driven economy, other than a “planned urban community” to completely develop a mixed-use, mixed-income city, it is possible to better distribute geographically the extremes of wealth that naturally exist in a democracy. And, it is possible to de-isolate extreme poverty so that there is opportunity, mobility and a better life for those whose daily sights include blight, decay, and human despair. Planning must assure that spaces where picnics are plentiful on Saturday afternoons, where residents are trusted neighbors, where those neighbors run into each other at the grocery store, where children learn and have fun together while seniors play cards and have lunch together are included as we redevelop our neighborhoods.

Physical and spatial development decisions must lead to increased residential, commercial, municipal and open space in order to provide equal opportunity for all residents to achieve their social and economic potential.

## II. DATA

---

---

### TO PICTURE THE SOCIO-ECONOMIC CONTEXT OF THE CITY

#### Geographic Distribution

Although the populations of Wards 1, 2, and 3 have increased over the last 20 years, current population trends indicate these Wards will only be able to absorb a fraction of new residents moving into the city.

- Between 1980-2000 East of the River has lost population at a rate five times greater than the rest of the District.
- All Neighborhood Clusters east of the Anacostia River lost population during the last twenty years.
- The population of Wards 7 and 8 declined by more than 44,000 residents over the last 20 years. This represents 68% of the total population decline in the city.
- The Congress Heights Cluster, which has the most residents living in poverty in the District, lost more than 9,500 residents over the last 20 years.

#### Household Type

- Any population increase will probably come from non-family households (i.e. single, unmarried couples, empty nesters). Given current trends, another 15-25 thousand non-family households could move into the District over the next two decades.
- Nearly half of all families that have left the District since 1980 lived in Wards 7 and 8.
- Wards 7 and 8 have lost more than 10,000 families or 48% of the District's total family loss over the past two decades.
- Families represented the majority of households in the District (53%) in 1980, but only represent 46% of households today.
- Married couples with children declined by 35% in the last two decades.

#### Income

- Poverty could increase to over 120,000 residents by 2010. If the city increases its population by 100,000 the poverty rate will decline from its current rate of 20.2 percent.
- 109,500 District residents live in poverty, or 20.2 percent of the population. Overall, the new figure is an increase of 14%, or more than 13,000 residents from a decade ago. The 2000 poverty rate is also the highest in the District over the last four censuses. The Census 2000 poverty rate for the Washington area suburbs was 5.8%.
- Poverty rates by Neighborhood Cluster show 32 out of 39 Clusters have increasing poverty rates. Ten clusters have poverty rates above 30% and four clusters have poverty rates over 40%, and one has a rate higher than 50%.
- High-poverty neighborhoods today appear to have higher unemployment rates and fewer families on public assistance than in 1990. This trend is probably due to the higher number of poor residents leaving the welfare rolls and entering the labor market after the 1996 Federal Welfare Reform Act.
- Neighborhoods east of the Anacostia River had no increase in average family income over the last twenty years, while the District's average family income grew significantly (+32%)

- 68% of the households paying an unaffordable housing burden earn less than \$20,000 a year.

### **Race/Ethnicity/Foreign born populations**

Given current trends Latinos will grow to over 70,000 residents in the city in the next 20 years. It is likely that they will settle with and near existing family members and within existing Latino communities. The most significant Latino community today is Columbia Heights/Mt. Pleasant.

- African-Americans had the largest numeric and percentage poverty increase among all racial categories. More than one quarter of the African-American population now lives in poverty, representing 77% of all District residents living in poverty. The Asian and Latino populations also saw significant increases in poverty.
- Approximately 4,000 more Latinos and Asians living in the District now live in poverty than in 1990.
- In 2000, the number of foreign-born residents living in poverty stood at 12,988, representing 12% of the overall population in poverty.

### **Age**

- More than 35,000 children are living in poverty—an increase of more than 6,700 in the last decade. More than 30% of the District’s children now live in poverty, an increase of 24% since 1990.
- Half of all children living in Ward 8 now live in poverty. Ward 8’s poverty rate stands at 38% an increase of 15% since 1990. This is far higher than any other Ward in the city, and the highest poverty rate in the city by nearly 13 percentage points.
- For seniors, Columbia Heights has the highest total at 1,016, followed by Petworth at 836 and Logan/Shaw with 729.

### **Employment**

- District residents now fill only 32 % of the 657,000 jobs in the District.
- Currently, there are 2.75 million jobs in the region.
- Today there are 18,135 unemployed residents in the District.
- There is a correlation between education levels and employment levels. Eight percent of Ward 8 residents are college graduates, while the ward has a 12.9% unemployment rate. 70% of Ward 3 residents are college graduates, and the ward has a 2.3% employment rate.
- High illiteracy rates mean fewer people are eligible for employment.

### **Home Ownership/Housing Affordability**

- One-quarter of all District households, or 55,578 households, pays an unaffordable housing burden.<sup>1</sup>
- All Wards have at least 20% of their population paying more than 35% of income towards all housing costs.

---

<sup>1</sup> “Affordable” means that the household pays less than 35% of its income on housing-related costs (rents, utilities, condo fees, mortgages, taxes, etc.

- 75% of the households paying an excessive amount for housing are renters.
  - Households with incomes above \$50,000 paying excessive housing costs, i.e. 35% or more of their income for rent or mortgage, grew by 80% over the last 10 years and increased by 52% in that time for households earning between \$35,000-\$50,000.
  - The number of households earning less than \$20,000 and paying excessive housing costs declined since 1990, but was still 12 times higher than households earning more than \$50,000.
- 
-



### **III. KEY TRENDS AND REALITIES**

---

---

#### **THAT AFFECT THE CITY PHYSICALLY AND SPATIALLY**

1. In the next twenty years, we project that the District's population will increase to between 650,000 and 700,000 residents. Non-family households, i.e. single, unmarried couples, will make up most of the increase. Given current trends, another 15,000-25,000 non-family households could move into the District in the next two decades.
2. Given the projected population increase and a projected 14% to 20% increase in the poverty rate, nearly 125,000 residents by 2010, and over 140,000 by 2025 could live at the poverty level in the next two decades. This increase will require more public services which might no longer be able to be provided in the neighborhoods in which these residents live as land prices make social service space unaffordable.
3. Children will represent half the increase in poverty, increasing the number of children in poverty to more than 50,000 by 2025. Child poverty could increase to more than 35%.
4. In twenty years we project Latinos to represent more than 85,000 residents in the city, given the 43% increase in the number of Latinos in the District since 1990. Growing concentration of ethnic communities could affect retail opportunities in given neighborhoods. A growing immigrant population could put even more emphasis on the need for literacy services. Larger household sizes are characteristic of the Latino community. Whereas the city as a whole has 2.16 persons per household (PPH), Latino households have 2.98 PPH. This suggests that population growth will stem not just from new residents but also from increased household size as a growing share of DC residents are Latino immigrants.
5. Between 1995 and 2025 the population of those 65 and older in the US will double as baby boomers age. Boomers without assets could become homeless and uninsured, creating the need for more public services. While the ratio of old to young in 1995 was 40%, in 2025 it is expected to reach 69%. By 2007 there will be large numbers of elderly residents in the area, while the growth of the young population will slow down. This older demographic cohort will have increased need for senior-oriented services, i.e. medical care, entertainment, living communities/developments, public services, ergonomic home design.
6. High tech, bio-tech and other "knowledge-based" sectors are growing, creating a higher demand for a well-educated workforce.
7. Increasing population of ex-offenders returning to the city will have impact on housing needs, education needs, employment, health and social services. The City will need to support the productive re-entry into society of ex-offenders returning to the city from prison, at an estimated rate of 2,500 a year. Ex-offenders frequently have difficulty obtaining jobs due to security requirements, poor literacy and work skills, health/emotional problems.
8. Relocation of Federal offices will have a significant impact on place-based employment opportunities and transit needs, especially in the Navy Yard area and in areas east of the Anacostia River.

9. One-quarter of all District households, or 55,578 households, pays an unaffordable housing burden.<sup>2</sup> 75% of these households are renters. At least 20% of the residents of each Ward spends more than 35% of their income for housing. Unless affordable housing stock increases, or income levels of the growing population of poor and working poor increase, this trend will continue. The problem has different implications in Ward 3 than it does in Ward 8.

---

<sup>2</sup>“Affordable” means that the household pays less than 35% of its income on housing-related costs (rent, utilities, condo fees, mortgage, taxes, etc.

## IV. PAINT THE 2025 PICTURE ...

---

---

### WHAT WE MUST ADDRESS NOW

*This section provides a snapshot of major issues and influences in our city that should be considered or addressed as part of this plan.*

#### **POVERTY**

The District of Columbia was ranked eighth out of 102 metro areas for greatest increase in the poverty rate in a central city, according to the 2000 Census. Interestingly, other major cities geographically close to Washington, DC, such as Baltimore, Wilmington, Richmond and Philadelphia also saw their poverty rates increase over the decade.<sup>3</sup> The Center for Budget and Policy Priorities reports that during all recent recessions, poverty has increased and that the poor may be more vulnerable now to the consequences of a rise in unemployment.<sup>4</sup> Given the recent downturn of the economy and the post-September 11<sup>th</sup> effect, the poverty rate today may indeed be higher than the 20.2% rate in 2000. Poverty is an important factor as regional issue. The District is home to 12% of population of the region and 32% of the regional poverty.

Nearly 125,000 residents could live in poverty by 2010<sup>5</sup> and over 140,000 by 2025, if the projected 14% to 20% increase in poverty rate occurs. Even if the city's population increases to 700,000 by 2025 the poverty rate will remain at 20% if poverty trends do not decline. Overwhelmingly, the most significant social issues in the city are inter-related and are all too succinctly lumped under the "poverty" category. Furthermore, the economic burden being home to such a large percentage of residents living in poverty impacts the city's annual operating budget and capital improvements budgets. Such a high percentage of residents living in poverty requires significant expenditure of public dollars for social services. In addition, there is a significant loss of tax revenue from unemployed or low-wage workers and from middle/upper income commuters who are not inclined to live in the District because they can't afford a home in a "good" neighborhood or fear the lack of good a education for their children.

Poverty is the result of a myriad of historical, economic, social and community issues that impact an individual's ability to achieve his/her potential. Far too often, the pervasiveness of the impacts of poverty are only evident through the physical decline of neighborhoods over time as the middle class departs. Those left behind have few resources or choices to get out and find a better quality of life. The areas left behind become the source of physical blight, crime, abandoned property. This is the state of many of the District's poorest neighborhoods today. These neighborhoods need urban planning attention and investment over the next 20 years to reposition them as a foundation for upward mobility for existing residents, as well as to attract an influx of diverse new residents.

---

<sup>3</sup> **A Decade of Mixed Blessings: Urban and Suburban Poverty in Census 2000**, by Alan Berube and William Frey, The Brookings Institution, Washington DC, August 2002.

<sup>4</sup> **Poverty Rates Fell In 2000 As Unemployment Reached 31-Year Low**, Center for Budget and Policy Priorities, Sept. 26, 2001.

<sup>5</sup> In 1999, the year for which income information was collected on the Census 2000 long form, the poverty threshold for one person under 65 years old was household income of \$8,667; for a parent with one child under 18 years old the threshold was \$11,483; and for a family of four with two related children the poverty threshold was \$16,895.<sup>5</sup>

## ***RACE AND CLASS***

Traditionally, the neighborhoods identified as in need of social equity investments are those whose characteristics are spoken of in economic and social terms, rather than as a matter of race. Poverty, abandoned buildings, high school drop-outs, illiterate adults, single parent households, teenage mothers, juvenile delinquency, gangs and crime, unemployment, are but a few characteristics the high rates of which indicate a neighborhood in distress and a population in peril. In Washington, when those indicators are aligned with racial/cultural identity, it becomes clear that in the District these issues overwhelmingly apply to people of color. Overwhelmingly, the neighborhoods with the highest concentrations of poverty are African-American.

If we are to consider the revitalization potential of these neighborhoods both to benefit existing residents and to attract new residents and commerce to these corridors, it must be done within a context of understanding the historic, cultural, social and economic issues of race and class in this city.

Poverty data by race shows that African-Americans have the highest rate of poverty in the city. More than 25% of African-Americans in the District, or 84,000 people, live below the poverty line. This represents 77% of all District residents who live in poverty. The number of poor African-American families grew by 12% in the last decade. The Asian and Latino populations in the city also saw significant increases in poverty, with over 20% of the Asian population now living in poverty. Approximately 4,000 more Latinos and Asians living in Washington, DC now live in poverty than in 1990. In 2000, the number of foreign-born residents living in poverty was 12,988, representing 12% of the overall population in poverty. Though their numbers are comparably small, it should be noted that the number of poor Asian and Latino families grew at a faster rate than poor African-American families. The number of poor Asian families doubled over the last 10 years and poor Latino families increased by 39%. While this high percentage increase was due to the relatively small number of poor Asian and Latino families in 1990, it does show the increasing diversity poverty in the District.

While the status of the very poorest residents will affect physical and spatial policy, so will the less publicly addressed series of issues around race and class that haunt this city as legacy of segregation. Historic racial prejudices, new resentment of racially distinguishable immigrants, cultural and class preferences often work to divide rather than enrich the DC community. The end of de jure segregation has had a challenging unintended consequence within the “black community.” With the advent of more economic and social freedom for middle class African-American residents to move to or create affluent communities, the closeness of all economic classes of African-Americans where sons and daughters of sanitation workers grew up with daughters and sons of doctors and lawyers has all but disappeared. This has meant that the “black community” no longer shares a common bond of spiritual, cultural, family and achievement values.

Issues of racial tension, White/Black, Black/Latino and Black/Asian, though not quantified, must be considered as we examine issues and trends of race and class. These tensions surface, along with economic class divides, often enough within conversations of homogeneous groups of stakeholders in DC Agenda’s work that they must be considered a credible reflection of opinions which merit acknowledgement and consideration. The idea is not to generate hysteria, but to plan for a future that reduces these tensions where possible.

- Schools will continue to be challenged to provide poor children real opportunities to grow intellectually and to escape poverty
- These tensions may cause inefficient use of separate recreation and entertainment space
- Unresolved race/class issues may lead to more inefficient transportation decisions like the decision not to extend Metro to Georgetown
- Retail and banking establishments are income sensitive. The challenge of maintaining income diverse neighborhoods may create market challenges for local-serving establishments. That challenge is made more difficult, if the neighborhoods exhibit substantial race/class tensions

Unchecked and ignored, these tensions have the potential of leading to a 21<sup>st</sup> century version of “separate, but unequal.” They can certainly create an atmosphere that makes attracting new residents a more difficult challenge. While further growth of these issues can have physical and spatial implications, the solutions have to include race and class neutral conscious civic engagement.

### ***CHILDREN LIVING IN POVERTY***

The increasing number of children living in poverty is a major concern for the District. Currently one in three children live in poverty. A recent report on poverty in America states:

“Growing up in poverty is associated with negative outcomes in adolescence that provide a weak foundation for successful adult roles. Poor children are more likely to perform badly in their classes and on tests of cognitive ability. They are more likely to repeat grades or drop out of school; they are less likely to be highly engaged in school or to participate in extracurricular activities; and they experience significantly more serious emotional and behavioral problems, particularly during adolescence. Poor children are more likely to be depressed, have low self-esteem, and exhibit antisocial behaviors. The negative effects of material deprivation on health and development appear to be cumulative; they keep those born into poverty in the ranks of the poor, even into adulthood. Children growing up in poor neighborhoods also tend to have lower educational achievement, poorer health, and more developmental problems than other children.”<sup>6</sup>

Among central cities<sup>7</sup> with the highest increase in poverty rates between 1990 and 2000, Washington, DC had the highest percentage increase among children living in poverty. Children living in poverty are a larger segment of the poverty population today than they were in 1990, and, if trends continue, will be the largest share of the population by the next census. Children living in poverty represented 51% of the increase in total poverty between 1990 and 2000. Women between the ages of 18-64 were still the largest percentage of poor residents, constituting roughly 34% of the population in poverty followed by children at 32%.

---

<sup>6</sup> **Poverty in America: Beyond Welfare Reform**, by Daniel T. Lichter and Martha L. Crowley, in Population Bulletin, from Population Reference Bureau, June 2002. Available at [http://www.prb.org/Content/NavigationMenu/PRB/AboutPRB/Population\\_Bulletin2/PovertyInAmerica](http://www.prb.org/Content/NavigationMenu/PRB/AboutPRB/Population_Bulletin2/PovertyInAmerica).

<sup>7</sup> See Berube and Frey. The Office of Management and Budget designates the city with the largest population in each metropolitan area as a central city. Additional cities qualify for this designation if specified requirements are met. See [www.census.gov/population/www/estimates/mastand.html](http://www.census.gov/population/www/estimates/mastand.html) for more details.

The increase in child poverty raises questions about family structure. About 82% of children living in poverty live in a female-headed household with no father present. Moreover, poor female heads of households with children overwhelmingly did not work outside the home. Of 14,000 poor female heads of households with no husband present and with children, 64% did not work; 29% worked less than full-time year round. Only 6% of poor female heads of households worked full-time. Overall, 46% of the related children in single female-headed households lived in poverty, compared to 21% for single male-headed households and 11% for children of married couples. The percentage of related children in female-headed households living in poverty has increased by 23% in the District to 28,113 children in 2000, up from 22,816 in 1990.

### ***IMMIGRATION***

Latino immigration to the city will prompt the need for provision of housing that accommodates larger household sizes, and multi-family households. To prevent overcrowding, and the related hazards and concerns in growing Latino communities, incentives and requirements may be necessary to provide an increased number of affordable housing units of 3-4 bedrooms/bathrooms. Latino households may be pooling multiple incomes, and therefore might be able to afford the cost differential, provided that the cost was within the affordable range of less than 35% of income.

### ***EX-OFFENDERS***

An estimated 2,500 ex-offenders return to the District each year. The majority are ill-prepared educationally or emotionally to reenter society as productive citizens. Many will be returning to poor neighborhoods where they will add to public safety concerns and perceptions, and thus impact the ability of those neighborhoods to attract new, income-diverse residents. “Three strikes and you’re out” and homeland security could mean that the returning ex-offender population is given very short tolerance for missteps and, over time may be separated from the domestic population altogether. Neighborhood-based comprehensive services to support this population and integrate it into the mores of the neighborhood must be well organized. This is more of a programmatic than physical issue. And, if re-entry adjustment for large numbers is to succeed, in-prison development programs must be reinforced and improved, as must post-prison support and residential programs.

### ***ADULT ILLITERACY***

Illiteracy is both a cause and a consequence of poverty. It exacerbates all of the negative conditions for the populations mentioned so far. For residents to move from low to working or middle class status, at least eighth grade competency in reading and math is usually an imperative. The ease with which households can move into a higher income neighborhood is, in part, facilitated by literacy. Adult learning facilities need to be convenient and accessible to residents in poor neighborhoods, preferably integrated into activity centers that accommodate childcare.

While opportunities for trade, construction, and low paying service jobs will continue, literacy requirements will continue to raise the entry-level requirements for even these jobs. Absent conscious efforts to create income-mixed neighborhoods, low wage earners may be trapped in isolated communities.

## ***BABY BOOMERS***

As the “baby boomers” (those born between 1944 and 1964) mature and remain in the District, they may redefine transit service needs, health services, residential patterns and entertainment offerings. By 2007, a large number of elderly will live in the region, while the growth of younger age cohorts will continue to slow. Between 1995 and 2025, the population of those 65 and older in the U.S. will double. The ratio of old to young in 1995 was 40%. In 2025, it’s projected to be 69%.

These numbers suggest an increased need for jobs and services in health care, passive and active entertainment for seniors, an increase in the number of extended care urban communities, high density housing developments that integrate commercial and social services, public and private places with disability access, and smaller unit mid-rise structures. Developers might promote garden style units in a campus environment that integrates the shopping, health care and recreation needs of aging boomers. Seniors living in the city may prefer to remain in private living units and receive nursing care as needed. This could present design requirements for wider door openings, adjustable cabinet heights and work surfaces. The growth of the elderly population means more handicapped accessible accommodations in public spaces as well. Boomers without assets could swell the ranks of the homeless and the uninsured, creating an increased need for community-based residential facilities. (See Macmillan Compendium, The 21<sup>st</sup>. Century, Kurian and Molitor p.202)

## ***NEW / LARGE TRACT DEVELOPMENT***

If large tracts of land are made available for residential development East of the River, one can imagine a scenario in which upper income residents isolate themselves in gated communities, and crowd out housing opportunities for low- and middle- income residents in neighborhoods of Wards 7 and 8. Hopefully, mixed income communities, such as those established by HUD’s Hope VI program will become more popular. Hope VI projects offer a model, still somewhat experimental, of mixed-income developments that integrate open landscape elements.

Other trends such as the return of multifamily residential units to Downtown, development of the Anacostia Waterfront, and the return of suburbanites disgusted with sprawl will bring more affluent residents in those neighborhoods.

## ***FEDERAL WORKFORCE***

Decisions by the Federal government concerning the concentration of federal jobs in the District v. the region v. relocation outside the Metro area will have a significant influence on social equity issues and on the physical size and character of job centers. Outsourcing, reductions-in-force, advanced technology, and simple relocation of offices could reduce the federal presence and affect the number of local employees and commuting patterns.

## ***KNOWLEDGE-BASED INDUSTRIES***

Growth of high tech, biotech, and other knowledge-based industries in the region will increase the demand for a highly skilled workforce, and thus increase the demand for high-end housing and allied services. To the extent that the supply of jobs requiring intellectual rather than manual training grows, this could increase the rich/poor gap, with implications for housing, commercial prices, and leisure options in the marketplace.

## V. STRATEGIES FOR ADDRESSING SOCIAL EQUITY,

---

### IN LIGHT OF *CITY DIRECTIONS* PAPER

#### A. Successful Neighborhoods

One notion of “successful” neighborhoods is that they should both have economic return and achieve social equity. Economically, the measurement of success is usually in terms of discretionary spending, income and property tax revenues, social strength and stability of the population, physical assets and land values. If we are striving for social equity in our city, then we must measure how we establish a platform of inclusiveness that provides opportunity for those who want to better their lives.

##### 1. Successful Neighborhoods in Great Urban Cities...

- **Empower and catalyze the human spirit** through arts and culture, beautification/parks, upward mobility/personal achievement. They provide a vision for upward mobility and achieving the American dream of a higher standard of living.
- **Create economic opportunities** that provide upward mobility and a standard of living that benefits all residents. There is accessibility and affordability, as well as equal opportunity.
- **Are communities that embrace all** by being multi-generational, mixed-income, mixed household-type.
- **Welcome a culturally and racially diverse population.**
- **Provide for the development and well-being of all residents** including children, youth, working adults, seniors, at-risk youth and ex-offenders.
- **Nurture the practice of community** through collaboration, civic engagement and neighborliness.

##### 2. Strategies for Successful Neighborhoods

Our strategies for addressing social equity issues derive from our definition of a “successful neighborhood.” When evaluating existing neighborhood clusters and assessing what works and what doesn’t work in terms of sustaining balanced, comfortable and successful neighborhoods, we offer the following criteria:

- **Net revenue producing.** They generate more taxes than the public costs of servicing and maintaining them.
- **Heterogeneous.** They provide housing types, transportation access, social and commercial services to meet a diverse range of resident needs.
- **Parks, indoor and outdoor recreational facilities.** They have or are easily accessible to passive and active recreational opportunities.
- **Civic organizations.** Residents work collaboratively to solve neighborhood problems.
- **A mix of housing types.** The housing stock includes a variety of homeownership opportunities in single family, mid-rise, garden, and cluster configurations.
- **Affordable housing.** No resident pays more than 30-35% of income for housing costs.



- **Low crime.** Street lighting and street-level activity help prevent crimes on person and property.
- **Local retail.**
- **Unique physical and cultural character.** Cultural and historic resources are maintained and integrated into the identification of the neighborhood.
- **Place-based services** provide a coordinated and integrated network of programs and services around which a case-based approach facilitates individual and family advancement.
- **Social indicators are headed in the positive direction.** School test scores are level or heading upward; health preventative indicators are moving upward, while diseases such as childhood asthma are declining.
- **State of the art community centers** built around public schools provide exciting learning, training, programs and services for all ages.

The data characteristics of these neighborhoods include:

- Diversity – at least 20% of population is composed of multiple ethnic/racial groups
- Average family income – at least \$50,000/year, and likely to have increased over last decade
- Home ownership rate is strong relative to balance of existing ownership v rental market
- Population has not decreased rapidly over last ten years
- Violent and property crimes are both decreasing, and at lower end of city scale
- Poverty rate is decreasing and is below city rate of 20%
- Unemployment decreasing
- Mixed income residents – indicated by some percentage, though not large, on public assistance, and by poverty rate.

While no neighborhood cluster currently possesses all the characteristics of our “successful” neighborhood, several offer many of the values we have identified:

- Cluster 1 Kalorama Heights, Adams Morgan, Lanier Heights
- Cluster 7 Logan Circle, Shaw
- Cluster 12 N. Cleveland Park, Van Ness, Forrest Hills
- Cluster 14 Cathedral Heights, McLean Gardens, Glover Park, Massachusetts Heights
- Cluster 17 Brightwood, Manor Park, Takoma
- Cluster 22 Brookland, Langdon, Brentwood
- Cluster 26 Capitol Hill, Lincoln Park, Capitol East

Several other clusters could approach these standards given a few changes:

- Cluster 8 Downtown, Penn Quarters, Chinatown, Mount Vernon Square, North Capitol St
- Cluster 25 Near Northeast, Stanton Park, Kingman Park
- Cluster 26 Capitol Hill, Lincoln Park, Capitol East
- Cluster 35 Hillcrest, Fairfax Village, Naylor Gardens

Since our definition of a successful neighborhood includes social equity, e.g. multi-ethnic/racial, mixed income, household, and home ownership type, diverse development type (commercial, residential, community, open space), it eliminates several neighborhoods that have high household incomes, high land values, and homogeneous populations. As for the geographic distribution of successful neighborhoods, economic wealth is concentrated in upper Northwest, with income levels consistently diminishing as one moves through the neighborhoods of the city, and across the Anacostia River to the Southeast.

High-income neighborhoods may

- a) lack a economic, racial, age, house type diversity;
- b) be clustered geographically with other similar homogenous neighborhoods in a contiguous fashion, just as the neighborhoods of highest concentrations of poverty are segregated geographically by the Anacostia River; and
- c) include a greater number of residents who have moved to the District from elsewhere for educational or employment reasons – and do not come to know the District beyond downtown and the federal enclave, let alone the area east of the Anacostia River.

Our goal should be a city of diverse, empowering and welcoming neighborhoods. Socially equitable neighborhoods value diversity of identity from community to community. Not all neighborhoods should be identical, and have equal parts of every characteristic of human and of physical development. Some neighborhoods will be primarily commercial, and others residential; some will be positioned as high-income communities, and others as affordable communities; some as Latin-flavored or building on African-American culture. Every neighborhood should strive for inclusiveness, and should accommodate a wide range of diversity so more people can participate in and benefit from the city's social and economic opportunities.

## **B. Impact of 100,000 Increase in Resident Population on Existing & New Neighborhoods**

In 1950, the District had over 800,000 residents. Thus, Washington has the geographic area and the infrastructure to support a population larger than its current 572,000 residents. The challenge is incorporating these additional residents into existing neighborhoods, many of which need significant physical revitalization, and have a significant number of residents living in poverty.

As the city regains its appeal as a place to live, as indicated by the increase in population over the last three years<sup>8</sup>, now is an opportune time to develop and implement a thoughtful strategy to increase the population of the District of Columbia. However, absent a balanced public-sector plan and public subsidies, the Mayor's vision has the potential to increase housing costs, displace lower-income renters from high-demand neighborhoods, and further intensify housing hardship among poor residents. Since one-quarter of all District households earn under \$20,000 a year any plan to increase population will have a significant impact on many of the city's current residents.

Data trends indicate there are neighborhoods in the poorest areas of the city that would be ideal locations for residential development. The District government must look at the whole city to create a complementary, comprehensive strategy to achieve its goal of increasing the number of

---

<sup>8</sup> U.S. Census.

residents and the tax base. The District should work to place new affordable and mixed-income housing throughout Washington, both in high-income neighborhoods and in mixed-income neighborhoods where gentrification is threatening to eliminate diversity.

Areas with the physical capacity to absorb 75% of the new housing units may require other supports to create mixed income development. Enabling the movement of currently poor residents into the tax-paying middle-class requires other integrated, place-based programs such as childcare, literacy education, job development and job placement. This would also stabilize neighborhoods by attracting and retaining new middle- and upper-income residents from within the city and new to the city.

The success of the vision to attract 100,000 new residents will depend not only on residential development, but also on the city's ability to strengthen schools, provide round-the-clock childcare, ensure residents' safety, and maintain high quality basic public services in neighborhoods. In order to be successful over the long-term, the District needs to embrace an integrated, two-level strategy, one that attracts and retains new residents, while retaining and increasing the mobility of existing residents.

The District, like any city, is only as strong as its weakest link. Both reality and perception of those weakest links are obstacles to attracting and sustaining population growth. In the District, the negative indicators that may keep commuters from becoming residents and companies from locating in the city include:

- High percentage of neighborhoods of concentrated poverty, and high concentration of those neighborhoods east of the Anacostia River;
- High percentage of working age adults who are functionally illiterate;
- Single mothers who can't afford or access childcare;
- High percentage of children living in poverty who are ill-prepared to learn, and a large public school system that isn't educating the children they serve;
- Large numbers of ex-offenders who need social and workforce services to successfully re-enter society and stave off recidivism.

To sustain a population increase, a related expansion of the tax base and an increase in tax revenue, revitalization of neighborhoods must affect current and attract potential residents from all socio-economic levels. The goal must be two-fold: to attract and retain 100,000 new taxpayers (middle- and upper-income residents), and to improve the quality of life of and opportunity for upward mobility for the working poor and low-income residents currently living in those neighborhoods. DC Agenda agrees that a strategy for revitalizing Washington's neighborhoods can increase the District's population and strengthen its tax base.

However, we also believe that the District government needs to adopt the following three equitable development principles in order to make the city a stronger, better community for everyone, especially its existing current low- and moderate-income residents.

- The revitalization must integrate people-focused strategies that support community residents and families with place-focused strategies that stabilize and improve the physical neighborhood, e.g. local hiring requirements and 24 hour child care versus full funding of the Housing Production Trust Fund and inclusionary zoning. Such an integrated, place-based approach is necessary to maximize community benefits and

reduce unintended negative consequences from neighborhood revitalization, such as displacement and loss of related job opportunities.

- Development must also promote “double bottom line investment.” Double bottom line investment is defined as public and private investment that not only reduces poverty but also produces a financial return for investors and benefits for existing community residents (e.g., jobs, homes, ownership).
- Finally, adopting equitable development principles in implementing the Mayor’s goals means ensuring meaningful resident participation and leadership. Officials must seek ideas and reactions from the full range of stakeholders, including low-income housing advocates, rental property owners, community-based organizations, economic development advocates, immigrant groups, and housing developers. Representatives of all these interests must be confident that their perspectives will be respectfully considered *before* major decisions are reached or actions taken. Such a collaborative process takes time and effort, but has the potential to help the city arrive at more creative and balanced solutions and to help build consensus for difficult political choices.

## **1. Reducing Concentrated Poverty**

The growth of high-poverty neighborhoods, despite a decade of general economic well being in the District, requires District leaders to refocus their efforts to combat concentrated poverty. In the most recent census figures 10 Neighborhood Clusters have poverty rates above 30% and four Clusters have poverty rates over 40%.<sup>9</sup> These high-poverty neighborhoods cannot sustain the economic and civic institutions essential for a healthy community. They also face more severe challenges in education, employment, and welfare dependency than most other neighborhoods in the entire metropolitan region.<sup>10</sup>

The critical question is: if the overall goal of attracting more residents to the city is to shore up the District’s tax base, might it not be more effective to dedicate city resources to assisting 25,000 or roughly 23% of population living in poverty to advance from poverty to taxpayer status over the next 10 years? Helping this population move out of poverty would reduce its dependence on public services thus reducing the District’s overall social services costs. In other words, there is value in addressing concentrated poverty through wealth creation (i.e. jobs) and not simply by displacing poverty from one neighborhood to another.

## **2. Minimizing Displacement**

As some predominantly poor neighborhoods become increasingly attractive to business investment and higher-income residents, existing residents should not be forced out by rising rents and property values. Residents in many District communities have been and continue to express concern about the impacts of rapid gentrification<sup>11</sup>. An inflow of population and an

---

<sup>9</sup>**2000 Census Numbers Reveal Higher Poverty Numbers in the District by Ward and Neighborhood Cluster**, by Mark Rubin, DC Agenda, Neighborhood Information Service, Washington DC, October 2002.

<sup>10</sup> **Poor People And Poor Neighborhoods In The Washington Metropolitan Region**, by Margery Austin Turner and Chris Hayes, The Urban Institute, March 1997.

<sup>11</sup> In this paper we define gentrification as the process by which higher income households replace lower income residents of a neighborhood, changing the essential character and flavor of that neighborhood. This definition is

upgrading of the housing stock to accommodate increased need for market rate housing often creates social tension between new and long-time residents, and displaces low-income residents who cannot afford escalating rents.

### **3. Meeting the Housing Needs of the City's Population and Workforce.**

As stated by DC Agenda in a previous report<sup>12</sup>, the city's housing stock should provide for a mix of income levels. While it is not the obligation of the city to provide (or guarantee) affordable housing for all or even most of the region's low-income population<sup>13</sup>, it is important to note that critically important occupations do not earn wages sufficient to pay the regional average monthly rent of \$907 according to the Metropolitan Washington Council of Governments. These occupations include elementary school teachers, fire fighters, law enforcement officers, accounting clerks, retail sales associates, and child care workers.<sup>14</sup>

The city must also help secure the stability of the working poor, so their fragile financial status can be girded to promote self-sufficiency. A recent DC Agenda report shows that a significant number of residents who face affordable housing pressures earn less than \$20,000 per year, and are part of the working poor. As such, creating more affordable housing does not translate solely into additional construction. It also means creating supportive neighborhood structures, physical and social, and helping the poor and the working poor boost their income and stretch it to meet basic health and child care needs.

"The fate of the poor depends on what happens to those people in that [low-wage] end of the market....The difference lies in the considerably weaker opportunities they have and the burdens they have to contend with. The problem isn't what they value; it's what they can access and what our society can invest in them...These working families are not part of the welfare system, but they are in the same market as those coming off welfare. They're competing against each other for the same reduced subsidies for housing, education, child care and after-school programs. When their parents are spending more time in the low-wage labor force...for teenagers, this has precipitous consequences when parents can't supervise them and institutions can't supervise them, they get into trouble."<sup>15</sup>

## **C. Opportunities and Related Spatial Strategies that Could Direct Growth**

From the analysis of data and trends four clear opportunities emerge. To some degree each requires physical planning to maximize its impact.

### ***1. Attracting and Retaining an Engaged Baby Boomer and Senior Population***

---

taken from **Dealing with Neighborhood Change: a Primer on Gentrification and Policy Choices**, by Maureen Kennedy and Paul Leonard, Brookings Institution Center on Urban and Metropolitan Policy and Policy Link, April 2001.

<sup>12</sup> **Toward a Balanced Housing Strategy for the District of Columbia and its Region**, by Margery Austin Turner and Mark Rubin, DC Agenda, Washington DC, August 2000.

<sup>13</sup> It should be noted that the District, with twelve percent of the region's population, contains about half the region's federally subsidized housing units.

<sup>14</sup> **The District of Columbia's State of the Workforce Report Overview**, The Workforce Investment Council of the District of Columbia, January 2003, p.7.

<sup>15</sup> "Can people still work their way out of poverty," Donna Cornachio, Ford Foundation Report, Summer 2003.

The demographics are both well-known and clear – America is aging. In the District of Columbia, the expanding senior population that includes both the World War II generation and its Baby Boomer children is currently 21% of the city’s population. With longer life expectancies, better quality of life, and more financial resources than any generation of seniors before them, meeting the needs of aging adults can harness the energies and assets of this politically and socially active population. Meeting the needs of this cohort could result in the retention of a significant number of senior residents who will provide stabilization and support for their communities, and help capture senior tourist dollars and estate tax revenues. In addition, District non-profit social service, cultural, educational and other institutions may benefit from philanthropic and estate gifts from its senior population.

Planning strategies to achieve these results should include ADA accessible housing; mixed income/mixed-use communities; consideration of adult-only complexes, accessible public transit, incentives for health care providers, entertainment and educational programming tailored to senior interest, and training to fill part-time service and education jobs, including teacher’s aides, literacy coaches, child care providers.

## **2. *Neighborhoods of Concentrated Cultural and Historical Identity***

Across the city, there are neighborhoods historically defined by the generations who settled before, and by the cultural events, commerce (retail, entertainment, grocery), social services and religious institutions that have developed to meet the needs of the community over the years. For example, the Latin influences that emerge from a strong and growing immigrant community in Columbia Heights, the proud heritage of African-American arts and civil rights history in the Shaw neighborhood and at Howard University.

While some neighborhoods, like Georgetown, have successfully developed an identity, many others need to develop a distinctive and proud identity that builds pride and a sense of community for residents and which attracts resources from beyond the community to support its revitalization.

An integrated strategy can use a cultural identity to attract residents and distinctive business and cultural investment. The result could be enhance Washington’s image as a collection of strong, attractive and identifiable neighborhoods, rather than just a government town with the federal enclave and a single tourist area.

We recommend developing neighborhoods of concentrated culture...

- a. **That embrace cultural identity** – and build on the diversity of the city’s residents, and its US and foreign visitors. Visitors could experience the “flavor of home” by visiting their “sister” neighborhood in the District. Strategies might include attention to design and furnishing of public and commercial space that reflects the culture and languages of the neighborhood’s residential and commercial communities.
- b. **As destination locations** – A safe and transit accessible neighborhood that provides cultural, commercial, and social activities that are entertaining, educational, and engaging. Incentives for minority and disadvantaged businesses may be needed to enhance the neighborhood’s role as a destination location.

- c. **That attract and sustain business and commerce** – by providing space for local and small businesses that employ neighborhood residents. These local businesses would attract basic living and discretionary dollars from within and from nearby neighborhoods.
- d. **With accessible and affordable space** - for educational and social services that are sensitive to the social infrastructure typical of immigrant communities. Libraries, employment and literacy training, housing services, health and mental health services, and schools should be an integral part of any design.
- e. **With community gathering space** – that provides accessible and affordable space for civic and cultural activities for those who live within the community as well as residents from across the city and region, including tourists. Community gathering space would provide a venue for neighbors across socio-economic lines to come together for social change and civic improvement.
- f. **With mixed-income residential development that attracts diverse residents** – More equitably distributing the concentration of wealth across the city requires a conscious policy to ensure development and availability of affordable housing for the low- and middle-income residents who are the cultural identity of a neighborhood.

### ***3. Neighborhoods of Concentrated Poverty***

This concentration of poverty is a result of the “flight of the middle class” from neighborhoods that could not meet the educational, housing or economic needs of their upwardly mobile residents. The resulting mass exodus of nearly all white families and most middle-class black families of the District’s population over the past 20 years triggered the departure of businesses that could afford to serve a mixed-income community but could not afford to do business in a community of poverty where inter-related social issues like violent and property crime, youth gangs and delinquency, an unmotivated, unskilled and illiterate labor supply drained marginal business returns. The result left a small cadre of long-term residents who choose to stay and a massive population loss. Only those who could not find or afford to move to better conditions within the city remained. Abandoned and vacant residential and commercial buildings that could not attract new investment and settlement also remained.

As mentioned previously, one in five households in the District currently lives below the poverty line. Services directed at this population consume a significant portion of the District’s limited and fiscally challenged budget. Uninsured health costs, “special education,” and youth and criminal justice related expenses are all primarily back-of-the-problem expenditures rather than front end life preparation and prevention supports. A continued increase in the number of poor of the poor and the underclass in the District could effect the concentration of public safety, family preservation and support and workforce support services and detention facilities.

Without successfully preparing poor youth for adulthood, the social ills, violence and fear will impact the ability of neighborhoods of concentrated poverty to attract middle- and upper-income residential and commercial investment. The result will be upscale development with gated communities that take advantage of waterfront views and attractive real estate prices, but which do nothing to contribute to building community through civic and commercial enterprise.

Opportunities to create new communities, encourage mixed-income and mixed-use development, attract a diverse population need to be created in order to stabilize existing neighborhoods of

concentrated poverty, create successful neighborhoods, and help low-income residents become upwardly mobile. Strategies include those mentioned for neighborhoods of concentrated culture:

- embrace cultural identity
- market as destination locations for commuter, tourist, and local entertainment and shopping dollars
- attract business and commerce
- create accessible and affordable spaces
- provide community gathering space, and
- encourage mixed-income residential development.

These strategies can help the District of Columbia achieve its goal of increasing its overall population.

In neighborhoods with high concentrations of poverty, we recommend designing and locating buildings that create community places, buildings that provide for integrated human and social services, life-long learning, and community pride. Such spaces would...

- a. **Deliver integrated, place-based services** – By ensuring affordable space for integrated place-based services neighborhood residents (children, youth, working age adults, seniors) could receive education, employment, health, recreational and community building services *directly within the community*. Provision of place-based services offers the best opportunity for residents to utilize the services. Integrated, place-based services also brings providers together to ensure that individuals and families receive a coordinated package of services. Education, social services, job training, hiring, employment, retention, advancement must be tied together to provide the lifetime, multi-generational self-sufficiency that results in systemic community change, and increased economic return from city residents. This double bottom line of economic and social results is a goal achieved through application of social equity principles to physical and spatial development.
- b. **Attract, nurture and reward adult learners** – The significant illiteracy, poverty and unemployment rates in the District call out for learning facilities designed to attract adult learners, rather than awkwardly accommodate adults in places designed for children. Places that are attractive and accessible, within a Metro rail/bus commute or walking distance from work, safe and transit-accessible during non-daylight and weekend hours, and a focal point for neighborhood community building are required. These facilities should integrate activity centers for social gathering and accommodate early childhood and before- and after-school childcare needs for parents and caretakers (grandparents and other family members). They should be learning centers that provide skills development, technology training, apprentice and trade training, reading and financial literacy training, GED and civil service test preparation, etc.
- c. **Invite resident self-esteem, community investment and social change** – Public spaces provide a neutral place and level playing field for neighbors to get together across demographic groups. They create a centerpiece for community building. These spaces must be inviting to the public. Whether community gardens, band shells, chess tables, or recreational and arts centers, these spaces should provide both spontaneous and organized community activities for residents of all ages. They should have adequate safety features,



be well-lighted and accessible. They should provide local residents with a place to express their creativity and gather with neighbors.

There is a direct relationship between the physical environment in which people live, their support for neighborhood revitalization, and their taking personal responsibility for their own upward mobility. Thus, the transformation of neighborhood blight into neighborhood beautification must be a priority. This effort will contribute to neighborhood self-esteem and increase the area's attractiveness as a community. Vacant buildings and abandoned property must be boarded up and fenced off quickly. Trash must be removed promptly so they do not become eyesores or dumping grounds. Residents should be encouraged to use their artistry and creativity to provide artwork that reveals neighborhood pride, or that transforms vacant lots into community gardens.

"Neighborhood Improvement Councils" composed of community groups and school communities might develop public-private partnerships with major hardware stores and construction materials dealers who are seeking visibility and community investment in the District. Such Councils might be organized to provide employment and training opportunities for local youth and adults interested in the landscaping and maintenance trades. City resources must match these efforts. The City must be willing and able to do the initial "heavy lifting" that sets the stage for neighborhood change. The City should provide access to tools and equipment for large-scale projects like removal of graffiti, disposal of bulk trash items, and creating appropriate fencing, walls and window boarding for vacant properties.

#### **4. *Neighborhoods Facing Gentrification:***

Gentrification is the rapid economic development of a neighborhood that elevates the neighborhood housing and commercial real estate market to the point that existing residents can not afford the higher rents and housing prices. They are then "displaced" and forced to find housing outside of the area. There are many "hot housing markets" in the District, e.g. Shaw, Columbia Heights, Adams Morgan, Capitol Hill, the West End, and the Southwest waterfront. These areas provide an opportunity for public and private investment to can reduce and avoid displacing existing low-income communities. Investments in these neighborhoods could ensure double-bottom line return: financial returns for investors and community benefits for residents through jobs and housing.

Strategies to address the concerns of existing neighborhood residents include:

- requiring mandatory inclusionary zoning,
- continued full funding of the Housing Production Trust Fund; and
- establishment of community benefit agreements.

##### **a. *Mandatory Inclusionary Zoning***

While the District of Columbia already has programs in place that minimize displacement, mandatory inclusionary zoning would provide an opportunity to increase or expand upon the impact of existing programs.<sup>16</sup> Inclusionary zoning requires that new

---

<sup>16</sup> The Housing Act of 2002 created a voluntary inclusionary zoning program that uses tax abatements as an incentive for housing projects to include affordable units within the same development. However, the funds for the program have not been appropriated and the regulations have not been written.

market-rate housing development include a certain percentage of units that are affordable to a specific income level determined by the locality. In return, developers receive a benefit in the form of tax abatements, a density bonus (allowing developers to build more units than zoning regulations allow), or other forms of zoning relief. Thus, affordable housing is located in the same neighborhoods as market-rate housing. The affordability requirement is usually pegged to some percentage of the area's median income (AMI), often in the range of 60-80 percent of AMI.<sup>17</sup>

The District should consider applying inclusionary zoning overlays by cluster in rapidly gentrifying Neighborhoods that have a large number of residents paying unaffordable rents, e.g. the Columbia Heights/Shaw neighborhoods (Clusters 2, 3 and 7). Since the AMI of the Washington metropolitan area is extremely high (\$84,800 as of 2003)<sup>18</sup>, 60-80 percent of AMI would not be a sufficient target to ensure affordable housing in the area. The Cluster Average Family Income (CAFI), for Columbia Heights is \$48,719. This means that the 60-80 percent guideline would require affordable housing for families earning up to \$29,231—\$38,975. While it would be nice to set the AMI ratio by Cluster to allow for the wide variation between clusters, we believe that it would be more appropriate to set the level at 50% of AMI.

***b. Continue Full Funding for the Housing Production Trust Fund***

The passage of the Housing Act of 2002 by the DC City Council provided new tools for increasing affordable housing and reducing displacement. An important element of the Act is the revival of the Housing Production Trust Fund, which is capitalized with the proceeds of the sale of a city-owned building, and then funded with a local tax revenue stream. The Fund is an important tool for affordable housing development. It can be used in a variety of ways:

- to provide loans or grants to build or rehabilitate affordable housing
- to offer rental or mortgage assistance to low-income households
- to provide incentives to developers to build mixed-income housing.<sup>19</sup>

***c. Promote Community Benefits Agreements***

A Community Benefits Agreement (CBA) is a contract negotiated between community-based organizations and developers. The community offers the developer political support during the project's regulatory and zoning approval processes in exchange for a package of community benefits.

The benefits negotiated in a typical CBA include, but are not limited to:

- affordable housing

<sup>17</sup> **Mayor William's Housing Initiative: Preservation, Rehabilitation, and Production**, at [http://dcbiz.dc.gov/services/housing\\_initiative\\_data1.shtml](http://dcbiz.dc.gov/services/housing_initiative_data1.shtml)

<sup>18</sup> HUD User FY 2003 Income Limits for Washington DC at <http://www.huduser.org/Datasets/IL/FMR03/hud03dc.pdf>

<sup>19</sup> For further details on potential policy choices see, **Revitalizing Washington's Neighborhoods: A Vision Takes Shape**, by Alice M. Rivlin, with the assistance of David Garrison, Benjamin Margolis, Meghan McNally and Martha Ross, The Brookings Institution, April 2003.

- environmental improvements
- living wages
- first source hiring
- anti-displacement policy
- traffic management
- asset-building initiatives, and
- youth investment programs.

Benefits can take the form of:

- amount of built-out space
- funding
- discounts, and
- collaborative practices with the surrounding communities.

Case studies of CBAs in Los Angeles and Denver show that CBAs can facilitate equitable development in the District. The benefits negotiated in typical CBAs are applicable to community needs in the District, while offering the flexibility to capitalize on the City's unique relationship with federal and local governments, developers, and communities.

Community Benefits Agreements depend on and promote the organization, timeliness, and creativity that can help local communities influence development in their neighborhood. Several neighborhood civic and economic development organizations currently are negotiating CBAs, e.g. Manna CDC in Shaw in connection with the new convention center hotel. However, negotiating CBAs requires education and resources. Thus, many communities in the District will need to increase the capacity of their leadership, and to form alliances and coalitions with other community organizations, to implement and support CBAs.

#### **d. Local Hiring - First Source Requirements**

Another component of neighborhood revitalization is workforce development. Businesses need qualified workers, and individuals need to earn a living. Economic development cannot be counted a success if a subset of the population is unable to benefit because it is locked out of good jobs by low skill levels. Today, depressed urban areas across the country are implementing redevelopment plans, often with the specific goal of increasing employment opportunity by creating new jobs. Unfortunately, those jobs, and therefore much of the money intended to revitalize these neighborhoods, often elude those who most need it – the unemployed and underemployed current residents in neighborhood of concentrated poverty that are being redeveloped.

While the District has a First Source policy that requires that District residents be given the first opportunity to fill jobs that are funded by city resources – either via free land or tax incentives, inadequate monitoring of First Source agreements makes it unlikely that this policy is consistently enforced throughout the City to derive the intended benefits.

While many businesses have been criticized for not providing apprenticeships and jobs to District residents as required for projects receiving public financing. And the District has been criticized for failing to use the full potential of its economic tools to create jobs and training opportunities for District residents.

Using redevelopment money to tackle concentrated poverty by providing jobs to the unemployed will have benefits beyond those residents who move from un- or underemployed to employed. Neighborhood commerce relies on business from community residents to sustain itself. When redevelopment money flows to local residents through paychecks, those residents spend much of it in the neighborhood. This revitalizes the neighborhood retail sector and preserves or creates additional jobs in the neighborhood. This multiplier effect can help strengthen the health and wealth of the community – and increase the prosperity of the District as a whole.

## **D. Other Bold Strategies**

### ***1. Redefining Traditional Economic ROI as ROSEI -- Return on Social and Economic Investment***

ROESI as a concept might be applied to District-owned vacant property. Rather than calculating the highest and best use via short-term economic ROI, e.g sales price and resulting property/sales tax revenue, legislation could be written and implemented which permits calculation for both short-and long-term social and economic return. This would take into account the savings that can be achieved, and revenue that can be gained, when individuals or families become self-sufficient as a result of the programs/services/housing, etc delivered to them through that property's development and use.

Return on Social and Economic Investment (ROSEI) is calculated on the likelihood that programs accompanying physical development will be successful, with reasonable and measurable outcomes, over a defined period of time. The social benefit is calculated in dollars saved on income transfer, and social programs and dollars gained through income and sales tax revenue generated from newly self-sufficient residents. Assets that might have a ROSEI applied to development decisions include vacant land, city parcels held by NCRC, abandoned buildings, vacant or outdated facilities, schools and libraries.

For example, on a commercially-zoned vacant or abandoned parcel instead of estimating commercial office redevelopment and tax ratables earned over a specific time period, ROSEI would calculate the financial and human cost/benefit from:

- The living wage and better paying jobs that provide income to poor and working poor adults who have the means then to support neighborhood businesses
- The tax revenue derived from workers who can afford to stay in, or are attracted to the District as a place to live, and work and spend their earnings
- The money saved on unemployment or social programs that had supported and served residents and their children
- The money saved because from improved family stability and role models, leading children to pursue academic or vocational learning, which in turn leads to jobs and careers instead of to delinquency and crime. This both saves taxpayers out-of-pocket

costs as a result of the crimes, and decreases the taxpayer's burden of the cost to feed, clothe and house another generation in prisons.

- Because employer-provided health insurance leads to less expensive and more effective wellness, preventive and urgent care for non-life threatening situations, savings is realized from fewer emergency room visits.

Using such a metric in decision-making might also result in...

- Better use of the District's physical assets to meet the educational and social needs and priorities of neighborhood residents.
- Attracting increased private-public partnerships with business and philanthropic stakeholders on development, property management, and in providing social services.
- More timely and therefore cost-efficient acceptance by community residents for development projects that impact their neighborhood, particularly when done in conjunction with *Community Benefits Agreements* that are discussed later in this paper.

ROSEI would not be a requirement, but an optional calculation performed by the Deputy Mayor for Economic Development, Chief Financial Officer, etc. Legislation would be needed from the City Council to develop and implement a ROSEI policy.

## **2. Maximizing ROESI of Public Facilities (City Directives #10)**

Residents of the city own the libraries, school buildings, recreational centers, and government office buildings. The District needs to take a comprehensive and integrated look at the maintenance, use and construction of these public facilities. Coordinating use, maintenance and construction across existing jurisdictional boundaries of the DC Public School System, the DC Library System, and the Department of Parks and Recreation can achieve economies of scale. These resources can then be viewed as a portfolio of neighborhood assets that provide space for neighborhood activities.

A tangential result of a coordinated physical development policy would be jobs. Apprenticeship programs and First Source hiring could be implemented to extend the impact of the physical ROI to the social ROI by providing jobs to city residents through neighborhood training programs that put people to work at the facilities in the community in which they live. Training in maintenance, repair, landscaping, etc of the over 2,400 facilities, vacant land and abandoned buildings in the city, would provide a pipeline from unemployment and poverty to good paying jobs that provide self-sufficiency and social stability for people who would prefer jobs that require physical labor, rather than office skills. Such people might include unemployed men, particularly those 18-25 years old, single mothers in search of non-traditional jobs, and ex-offenders seeking re-entry to the labor market. Advancement/upward mobility would occur when these apprentices are hired for property maintenance and physical plant jobs within the District by local universities, hospitals, residential complexes, businesses, and the Federal government.

**3. Mixed-Income (MI) Housing<sup>20</sup> That Might Also Result in Culturally and Racially Diverse Neighborhoods**

**a. Tool for Upward Mobility**

This style of housing is imbued with the belief that mixed income communities create an environment in which upward mobility for the lower income population is more likely to occur than in communities without mixed-income housing. While there is some debate whether co-location is a tool in itself for upward mobility, it is becoming clear that for lower income residents to model the behaviors of their middle-income neighbors requires strong social equity programs to provide the lower income residents with the tools for acquiring wealth. These may include job training and referral, community centered child and adult education,

Such programs usually require substantial staff, separate from property management. Because social services agencies are not trained in poverty alleviation, they are rarely able to help low-income residents in mixed-income communities achieve upward mobility. While it may be desirable to provide social services off-site to connect residents to the broader community, child care and youth programs on-site allow parents to feel comfortable going to work knowing their children are in a safe and convenient situation.

Long-term success in achieving upward mobility requires ongoing resident participation in the design, execution and participation in programs.

**b. Community Cohesiveness**

Another challenge is creating a community in which a diverse population can live together compatibly. This requires planning and outreach, as well as goals for what the community wants to achieve. Community norms need to be established and “social contracts” voluntarily agreed to by residents. Community building activities begin with orientation and planned “get acquainted” events. Important days for each ethnic group can become a motivation for property owners and residents to gather in celebration and neighborliness.

**c. Development and Financing**

Mixed income housing works best where there is intentionality on the part of the developer to see to it that the project mix works well. In a strong real estate market mixed income housing allows for a wider mix of incomes than in a weaker market economy. If more suburban and central cities adopt affordable housing requirements, there are likely to be larger numbers of mixed-income housing developments in both central city and suburban settings that attract both racially and culturally diverse residents.

Mixed income housing in distressed areas requires a great deal of effort on the part of the developer or housing advocates to create a product and an environment capable of attracting renters and buyers. The Hope VI program has been a successful model for financing projects. However, while Hope VI projects are mixed-income, they are rarely

---

<sup>20</sup> Excerpted verbatim from “Mixed-Income, Mixed-Race Housing,” An Interpretative Summary of a Ford Foundation Meeting, July 18-19, 2002, Paul C. Brophy and Ed Marchant.

diverse in terms of race and culture. Success in distressed areas requires champions and stakeholders to go beyond the traditional role of developers to create a successful community environment.

Mixed income housing cannot be successful unless the fundamentals of real estate development are followed. Mixed income housing works best over the long run when every partner in the transaction has constructive financial incentives focused on long-term success. There is no simple financial system to finance mixed income housing. Various forms of financing could come from private investors, HUD, foundations.

#### **4. Comprehensive Neighborhood Community Social and Economic Development Budget**

*What would it take to remove the barriers and provide the opportunities and services that achieve upward mobility and self-sufficiency for poor and working poor residents and the sustainable revitalization of a neighborhood in concentrated poverty?*

The question posed is not short-term nor does it ask: “How much does the city have to spend from an already tight budget?” or, “What is the total spent in addressing the needs of poor people and their neighborhoods when public and private dollars are added together?”

Rather, the question seeks a better understanding of what resources (annual and capital, human and financial and physical) are needed to meet the needs of residents and the community in a targeted, place-based, integrated manner in creating a systemic, multi-generational, pervasive and large decrease in concentrated poverty. Such a budget would measure the services and goods needed to provide the full range of effective, integrated services to low-income residents in a neighborhood of concentrated poverty in order to provide an opportunity for those residents to become fully literate, employed, tax-paying, affordably-housed, and socially contributing citizens.

The resulting comprehensive Neighborhood Development Budget would engage stakeholders citywide – local and Federal government, business, community and faith based organizations, business and foundations - in developing and implementing an integrated, comprehensive, sustainable, measurable place-based approach to increasing the self-sufficiency of District residents living in concentrated poverty.

More research is required to develop the categories of this concept and how to apply it in relation to Community Development Block Grants (CDBG), Strategic Neighborhood Investment Priorities (SNIPs), and Enterprise Zones.

However, the first step would be to cost out the physical, social, and civic improvements needed to provide for the upward mobility of low income residents in one neighborhood. The goal would be residents who are literate, employed, tax-paying, affordably housed, contributing citizens. Categories would include big programmatic needs like housing subsidies, workforce development (literacy, work and life skills), child care, crime protection, street infrastructure, quality teaching and learning supports for schools, etc. A budget would be developed for five plus years, recognizing the need for sustainable investment if systemic change is to occur. It would be calculated on a per capita or per family basis so that its impact can be assessed against the return on the investment through increased individual/family earnings and decreased

welfare/social service expenses. It would include a revenue projection from local government, federal government, foundations, business, and non-profits. Evaluation would be built into the program to monitor the success of the endeavor, and its applicability to other neighborhoods.

## **5. Building 24/7 Neighborhood Centers**

As an extension of earlier recommendations to create places that build neighborhood pride and the civic infrastructure of a community, 24/7 Neighborhood Centers would be the centerpiece of the District's residential areas. Each Center should be located within easy walking distance or reachable by public transit, to every neighborhood resident. They would be a magnet for use by city residents, and a source of pride for the community.

The 24/7 Neighborhood Centers would provide a full spectrum of place-based, targeted, integrated services to residents. Services could include:

- Childcare - before, after and summer school
- education – elementary, secondary and vocational/career-oriented, GED, adult learning, workforce training, literacy
- family and social services - parenting, ex-offender life building, seniors, drug treatment, multi-generational caretakers, foster families, and welfare to work, life and work skills development, unemployment and career counseling, coaching for hiring, retention and advancement
- mental and physical health
- recreation pick-up basketball to day programs for seniors.

### **a. What happens at 24/7 Neighborhood Centers?**

The Centers would offer a “community commons” as a gathering place for the exchange of ideas. Adults would be available to mentor youth when school is out. Child care would be available 24/7. Employment and leadership training would be available to residents and community groups. The Centers would include retail and entertainment opportunities. Centers would be located near parks and open space.

### **b. Community Center Schools, a component of the 24/7 Neighborhood Center**

A Community School would be located within the 24/7 Neighborhood Center. Leaders and experts from other urban cities state why this is an important strategy: “Especially in disadvantaged communities, community schools are positioned to make critical interventions. Take asthma, a key reason for school absences. In one 24-block area of Harlem, 26% of children suffer from the disease. Regular schools can’t cope with such condition; community schools can, either through on-site clinics or connections to medical care systems. Community schools would be open every afternoon and evening, and involve a variety of partnerships.”<sup>21</sup>

In the District the Transformation Schools initiative is designed to provide “wrap-around” services at 14 designated under-performing schools. The need for and importance of schools, libraries, and other learning facilities will continue to grow as the population of the young and the gray increase. Creative ways of integrating learning into out-of-school time activities in

---

<sup>21</sup> Collaborative Communities.org, June 2003.



community schools will lead to schools becoming the center of life for children, families, and elders, particularly in neighborhoods with less affluent residents.

**c. 24-hour Child Care in Clusters with 40%+ Poverty - a component of the 24/7 Neighborhood Center**

*Waiting lists for childcare in the District reflect a growing demand for services that support parent employment, job productivity, and provide safe learning environments for children. As of November 2002, there are nearly 10,000 children on the waiting list for childcare in the District.*<sup>22</sup>

Since children in single female-headed households are the fastest growing group among those living in poverty, programs offered by the family-strengthening collaboratives and out-of-school time services must be supported to help families make the transition from poverty into self-sufficiency.

One strategy that might help reduce concentrated poverty is to target the public schools in the four Neighborhood Clusters with poverty rates above 40% and create 24-hour social service centers with on-site child care provided around the clock. Since many of the employment opportunities in the region are located outside the District and are not traditional 9-5 jobs, the need for round-the-clock childcare is vitally important. These would be incorporated into the Neighborhood Center design, and could be provided as an interim in retrofitted space within DC Public Schools.

**6. Affordable Housing Design to Accommodate Non-Traditional Family Size/Structure**

The District needs to provide affordable housing across all economic levels and neighborhoods. The District needs an increased supply of housing types that accommodate:

- a. Large, non-traditional households – multiple generations and multiple families living in shared space for cultural and/or economic reasons. Accommodating immigrant families, adult children living at home, grandparents living with children to provide care for grandchildren, teenage parents living at home while raising their children and finishing their education/working, single mothers who share housing as a means for having a support system and affording better accommodations, and families that care for foster children require three and four bedroom rental units. Providing these higher occupancy units may require changes to zoning laws.
- b. Care-Takers – ADA compliant units that provide for families/singles caring for aging parents, disabled relatives, as well as group houses that provide a family/household/neighborhood setting for multiple un-related people in need of care because of illness, disability, age also require multi-bedroom units. Again, providing these higher occupancy units may require changes to zoning laws.
- c. Working Singles – Efficiency or studio living space within a residential building (single apartments within low-rise single family style,) close to public transit can help provide

---

<sup>22</sup> **Child Care Profiles for the District of Columbia**, Office of Early Childhood Development, District of Columbia Department of Human Services, prepared by the University of the District of Columbia, Center for Applied Research and Urban Policy, November 2002.

for transition from/prevention of homelessness, and assist ex-offenders. It also attracts singles to City's workforce. Therefore, live-work conversions and adaptive reuse of schools and vacant commercial buildings are needed.

- d. Seniors – With the expected increase in the over 65 population, assisted living facilities that provide a range of medical and social services are needed.

Studies suggest that aging baby boomers want more jobs and services in health care, passive and active entertainment for seniors, more extended care urban communities, high density housing in developments that integrate commercial and social services, public and private places with more disability access, more smaller unit mid-rise structures. Alternatively, developers might promote more garden style units in a campus environment that integrates the shopping, health and recreation needs of the boomers. Seniors staying in the city may prefer to remain in their existing residences and receive nursing care “in place” as needed. This would present design requirements for wider door openings, adjustable cabinet heights and work surfaces. The increase in the District's elderly population means more handicapped accommodation in public spaces will be needed.

## **7. Develop Successful Small Businesses by Local Entrepreneurs**

The District needs to help small businesses become successful. One tool is to provide public land or public money, as well as contract opportunities for neighborhood-based, locally run and minority businesses. Helping local entrepreneurs link to the Small Business Administration, and creating entrepreneurial partnerships and cooperatives with students and professors of business schools at local universities are also tools. Rezoning and rehabilitating vacant and abandoned rowhouses with store/office fronts on the ground floor with living space above can help nurture community revitalization and could attract deeper resident investment. Launching incubator programs in partnership with community stakeholders, interested residents, SBA and graduate business programs can help businesses fill the need for goods and services within communities of concentrated poverty.

## VI. HOW TO ACHIEVE STRATEGIES

---

**In this section the policy implications of the aforementioned strategies are outlined. It is hoped that this will serve as a basis for future.**

### **A. Policy Implications**

- Housing and zoning codes should be adjusted to allow for the larger family sizes typical in immigrant communities. Family size could also affect capital programming for school, parks, and playgrounds because larger facilities may be required in immigrant neighborhoods.
- Culturally-sensitive and multi-lingual staff in planning, building permit offices and building inspection are needed to improve understanding of and compliance with codes, and to build trust within communities where unpleasant experiences with authorities in their homelands may lead them to avoid these safety regulations and exacerbate code violation issues
- Develop public transit that supports SNIPs and Social Equity strategies:
  - a. more timely and easier access to “big box” retail and grocery stores for residents of less affluent neighborhoods
  - b. frequent public transit connection to Neighborhood Centers and Community Schools 24/7
  - c. improved transit links for residents in neighborhoods of concentrated poverty and high unemployment to job opportunities within the city and across the region
- Certain neighborhoods will soon reach the limit of absorption of back-end and treatment facilities. Affluent communities need to understand the causes behind the dispersal of such facilities, work for more effective city services on the prevention side, and accept the placement of such facilities in their neighborhoods.
- ROSEI requires a longer “payout” period than an annual operations budget allows. The District needs to make some decisions based on achieving long-term human and physical returns in order to create stable communities and a growing economy. Comprehensive neighborhood development budgets can help accomplish Neighborhood Action SNIP objectives. The annual operating budget needs to accommodate annual expenses for services delivered through physical development like Neighborhood Centers and Community Schools.
- The capital improvements, masters facilities and operational budget of all city agencies should be coordinated to ensure the best allocation of resources and economies of scale on expenses. Neighborhood historic and cultural preservation incentives should be tied to community-serving physical improvements.
- ANCs and community groups should receive training and be utilized as core players in reflecting/gathering community interest.
- Policies need teeth. They require monitoring to assure communities and stakeholders that they are being enforced. The District needs to evaluate the effectiveness of many of its policies.
- The District should explore seeking reauthorization of Federal Enterprise Zones.

- Development within SNIPs should include comprehensive, sustainable neighborhood physical and human revitalization.
- The District should develop a comprehensive housing strategy for developments of 15 dwelling units or more.
- Community benefits packages should be negotiated on projects using public land or resources.
- The benefit of establishing a Planning Commission to provide a dual-lens review of the physical and social aspects of social equity should be explored.

## **B. Funding**

*The District should build an advocacy coalition to for its fair share of federal money and develop a strategy to secure increased federal support.* This is a two-prong issue. The first issue is the inequity of the appropriations' process, which raises issues about the District's lack of voting representation in the US Congress. The second issue is the inadequacy of federal of grants for social programs, housing, economic development, etc. Community-based organizations ask "Why does DC suffer from being in the backyard of federal government? Why do decision-makers overlook the social and human needs of this top tier city? The inequity and inadequacy impact the ability of the District to leverage private and nonprofit dollars, as well as attract and retain the investment needed to build neighborhoods and improve the quality of life for all residents, particularly the underserved.

## **C. Agency Coordination**

Coordinating services in an integrated, place-based manner, such as the existing Transformation Schools program and the recommended Community Center Schools or 24/7 Neighborhood Centers, will require reallocation of existing government and social resources and new delivery points for services to residents with individual and family issues that are barriers to upward mobility and self-sufficiency. The service delivery agencies will need to build a collaborative community— both at the site/direct provider level and at the systems/administration level to support the integration and re-alignment of service delivery. This will result in more effective and economic delivery of services.

## **D. Private Sector buy-in**

The District should provide incentives and density bonuses in exchange for affordable housing. Community benefit agreements and inclusionary zoning should be used as guides for social equity development.

## **E. Neighborhood buy-in**

Neighborhoods must be included as a partner in the development process. Collaborative planning practices must become standard operating procedure. According to the American Planning Association:

“Neighborhood Collaborative Planning links people and the meeting of their needs to and through place. The traditional practice of planning, in which a municipal planning department plans for the physical future of the entire jurisdiction from city hall, often

fails to provide effective planning for the full range of community components that affect families and children at the neighborhood level.

Some common characteristics of this problem include:

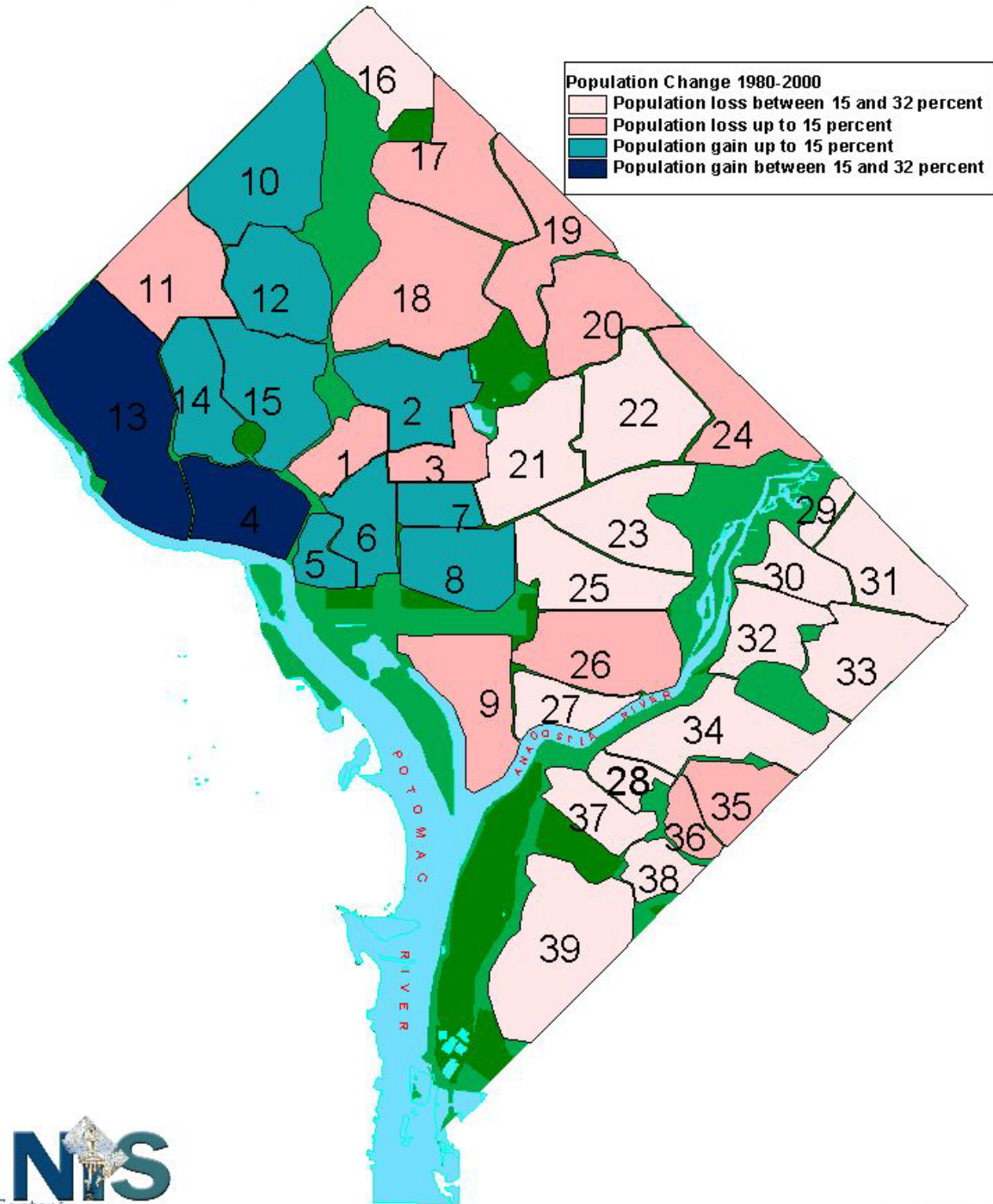
- the inability of some municipal planning offices to work collaboratively with organizations doing community development and human service delivery work at the neighborhood level; and
- an emphasis in many public planning departments on the physical realm of land use and capital improvements, to the exclusion of non-physical issues affecting quality of life (human services, education, crime prevention, and economic development).”

#### **F. Building a Collaborative Community**

The District needs to invest in the physical revitalization and delivery of integrated, place-based services to neighborhood residents. This will help residents believe that their needs come first and help them understand that development is in their and the city’s best interest. Residents want safe streets, access to services, clean and reliable public transit, living wage jobs, human services, quality schools, value for their property, and a spirit of community.

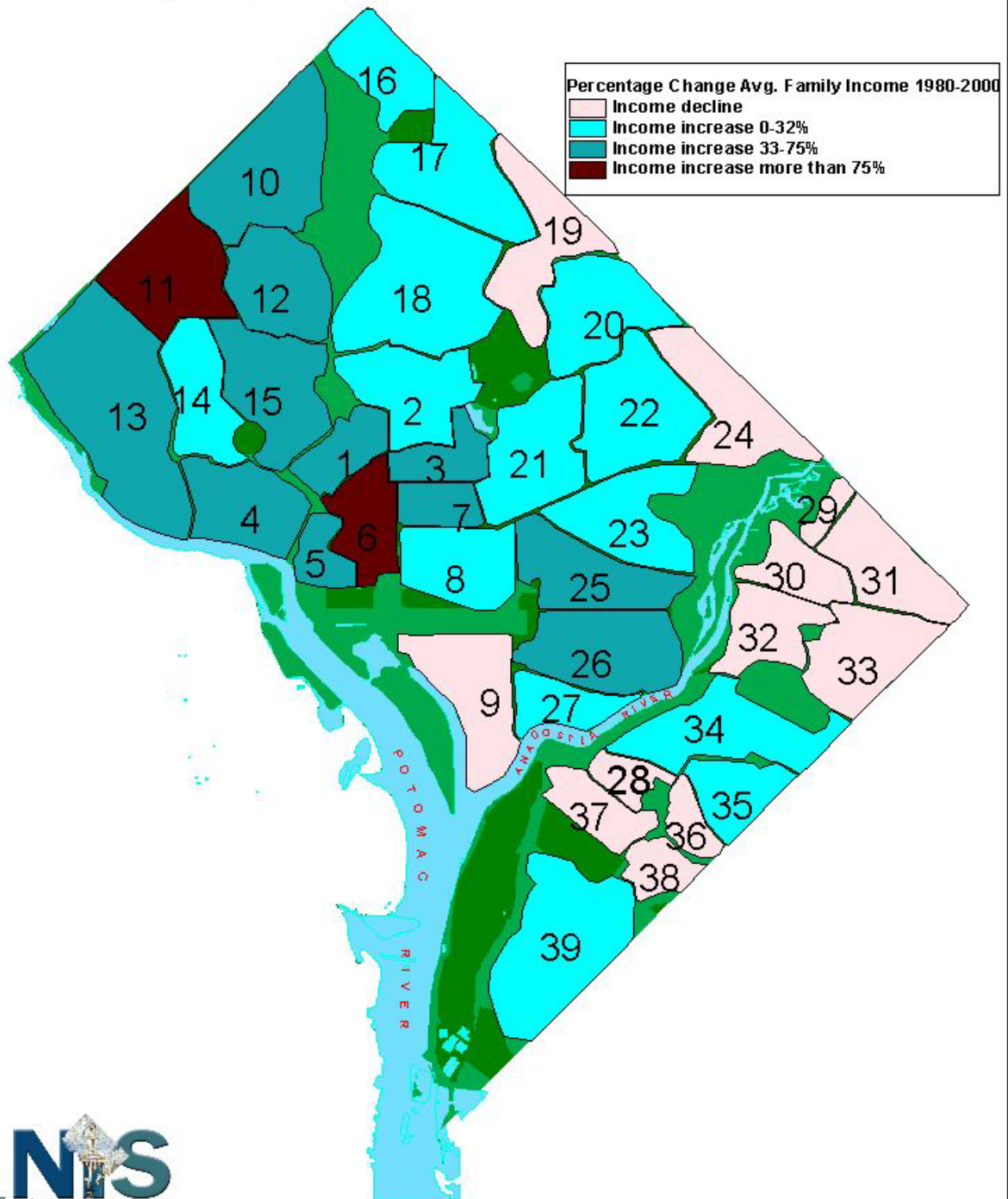
The District should invest in and build the capacity of civic intermediary organizations like DC Agenda as brokers and conveners for cross-sector collaboration on citywide and neighborhood planning issues. This will build relationships between community, government and developers as well as foster trust based on current actions not historical memory. DC Agenda, through Collaboration DC, is working to leverage a foundation of collaboration across all sectors of the City. It seeks to make the District a national beacon and role model of a collaborative community.

## Population Change 1980-2000 Washington, DC Neighborhood Clusters



April 2003

## Percentage Change Average Family Income Washington, DC Neighborhood Clusters





## Social Equity Strategies by Neighborhood Clusters

